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OFFICE OF TRAINING

**FY 1970 ANNUAL REPORT TO THE PRESIDENT'S  
FOREIGN INTELLIGENCE ADVISORY BOARD (PFIAB)**

**I. OBJECTIVES AND APPROACH**

A. Fiscal Year 1970 continued to reflect strong emphasis on the basic tasks of developing and improving the qualifications of Agency personnel and ensuring that employees remained informed and current with the changing needs and activities of the Agency. These objectives were achieved through component or on-the-job training, internal and external training programs, and individual effort at self-improvement. Modern instructional methods and techniques, including new educational technologies, were incorporated into training programs wherever applicable.

B. The past year, as anticipated in the PFIAB report for FY 69, has been distinctly one highlighted by extraordinary change. Preceded by a critical review of Agency training programs, policies of the new Director of Training were substantially implemented during this fiscal period. The quality, suitability, effectiveness and timeliness of instruction were especially examined closely, resulting in significant revisions in all major categories of training -- operations, intelligence, Communism, language and management. Basic principles guiding revision or

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redirection efforts focused on the kind of training needed to prepare Agency personnel to cope with problems challenging U. S. Intelligence in the decade of the 1970's and on inculcating in employees the concept that intelligence work should be viewed as a lifetime career, not just another job. Other modifications were aimed at eliminating unnecessary compartmentation, increasing student participation in the learning process, reducing lectures and adding more panels, seminars and discussion groups, emphasizing intelligence functions and relationships rather than organizational structure, and broadening intellectual outlook through greater use of outside speakers. Additionally, training programs were designed to update the veteran officer as well as orient the newcomer. Attention was also directed to the needs of the senior officer for whom no suitable internal training existed. Progress was made in providing instruction in proper amounts for specific assignments at a time when the skills would actually be required. Classes were kept small and instruction individualized. Use of the conference and the tutorial approach increased.

## II. ACCOMPLISHMENTS

### A. Language Training

Many significant accomplishments were made during this reporting period. Completion of a survey of language position requirements and

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an accurate inventory of Agency language assets were among the more outstanding in language training. An examination of language proficiency testing was undertaken and subsequently produced a thorough revision of tests, a redefinition of proficiency ratings and the conversion of the rating scale to effect compatibility with the superior system used by the Foreign Service Institute. A backlog of over 4,200 unverified language proficiency claims was further reduced by the administration of 1,330 tests in 39 different languages. New programmed materials (PAI) were introduced in Thai, Vietnamese, Indonesian, German and Chinese and appear to assist in speeding up the learning process. An expanded home-study program was successfully implemented through use of inexpensive portable cassette tape recorders issued to the students. The long-standing problem of sub-standard training facilities has been resolved by the scheduled acquisition early in the next fiscal year of new, modern quarters. Reversing a downward trend in enrollments in FY 69, enrollments in 21 internal language courses during FY 70 increased by 11 per cent -- from 494 to 548 and represented over 14,200 student days of instruction, not counting thousands of hours of laboratory practice. Late in the fiscal year representatives of the General Accounting Office visited the Language School in connection with a survey of language training programs in federal agencies. The GAO people seemed impressed

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by what they saw and heard and commented favorably on accomplishments achieved through in-house research and the very limited use of outside contractors.

**B. Intelligence and Communism Training**

The former schools of Intelligence and Communism were combined in May to form a School of Intelligence and World Affairs (SIWA). Training was expanded in the communications skills; new programs were instituted in cross-cultural understanding, and supplementary reading "kits" on various world regions were prepared for use by employees and dependents going overseas. A five-week introductory course, "Intelligence and World Affairs," was created primarily for Career Trainees. Developments and problems pertaining to the so-called "Third World" and their relationship to U. S. and Communist policies and programs were also surveyed in a newly organized course. The total SIWA effort for FY 70 centered around 23 courses carrying an enrollment of 2,600 and representing approximately 14,000 student days of instruction, exclusive of more than 200 lectures and briefings to over 6,000 non-Agency personnel.

**C. Operations Training**

Important changes in operations training occurred during the year.

Counterintelligence, covert action, operations, and operations support

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courses were revised to meet changing requirements. New courses and seminars were added. Smaller classes allowed time for more practical work and field exercises -- a giant step in maintaining quality instruction. The publication of an "Agent Training Kit" was a milestone in producing effective training aids for use in the covert training of agent and liaison personnel. More recently the [redacted] of 25X1A OTR produced a training film on "surveillance." An eight-week Advanced Operations Course was organized expressly for retaining and updating middle and senior grade officers of the Clandestine Service. Tailored programs for small groups increased, and it is likely that the variety and number of these special courses for smaller groups of people -- or even individuals -- will rise in future years. Viewed sta-

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non-official cover made necessary by the overseas personnel reductions precipitated by BALPA and CPRED policies.

D. Management Training

Emphasis on improving managerial skills continued. Currently, we are considering the advisability of introducing into management training a more advanced phase (Phase II -- Preparatory Scales) of the Blake & Mouton "Grid Organization Development" theory of management to supplement the long-used Phase I, "Grid Seminar." Additionally, we examined the suitability of several commercially produced courses, including 200 programs incorporating the simulation or "gaming" approach to instruction. From these efforts we supplemented the existing program with a course designed to resolve conflict among managers. A special clerical training program was developed for 17 unemployed, disadvantaged young women from the Capital area and successfully prepared 14 of them for Agency assignments. Similar to the trend in other categories of training, there was an increase in requirements for specially tailored courses designed to deal with specific Agency supervisory problems. Enrollments in management training increased slightly during the year to 902 from 894 in the previous fiscal year.

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**E. The Career Trainee Program**

The CT Program underwent extensive changes in FY 70 in both size and substance. The number of entering classes was reduced from three to two, and the number of young men and women accepted for the Program dropped from 131 in FY 69 to 61 -- a decrease of 53 per cent. Enrollment in the fiscal years just ahead will average 50. Significantly, well-qualified candidates from within the Agency will be accepted for the Program without competing against pre-determined external-internal selection ratios. A six-month interim on-the-job assignment (preferably two three-month assignments) will now precede the Trainee's assignment to a career service, and specialized or advanced training generally will be scheduled at a time when the Trainee is best able to capitalize on the instruction. Importantly, the best elements of CT training will now be available to all Agency people who need it, regardless of their status.

**III. TRAINING SUPPORT TO OTHER GOVERNMENT AGENCIES**

Staff officers have either conducted or assisted in the development of instructional programs for personnel of other federal establishments, such as the Federal Bureau of Investigation, U. S. Secret Service, Department of the Army, Department of the Navy, Defense Intelligence School, and the Bureau of Narcotics and Dangerous Drugs. Senior officers also provide training liaison on a full-time basis to the National

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Interdepartmental Seminar, the Defense Intelligence School, and the J. F. Kennedy Center for Military Assistance, Ft. Bragg, N. C. Representation is likewise regularly maintained on six inter-Agency groups, such as the Education and Training Subcommittee of the U. S. Intelligence Board.

#### **IV. STATISTICAL SUMMARY OF INTERNAL TRAINING**

Summarizing, statistically, the formal internal training effort of the Agency in FY 70 -- exclusive of component training and covertly conducted agent and liaison training -- provided instruction in 72 separate

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FY 69 levels. The decrease was due to changes in statistical reporting

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procedure whereby 200 - 300 persons attending professional meetings are no longer tabulated. Attendance at non-Agency facilities is actually following an upward trend, evident over the last several years, resulting from new requirements for upgrading skills in new technologies, such as Electronic Data Processing, and the premium placed on employee development by top management. During FY 70, trainees were enrolled in 1,600 courses at nearly 200 different facilities. Academic training represented the largest category of external program -- 45 per cent of all enrollments -- and language training the smallest -- one per cent.

#### **VI. GAPS AND DEFICIENCIES**

##### **A. Effectiveness of Training**

Determining the effectiveness of training programs is a persistent problem. The need for "feedback" is essential to an assessment of the appropriateness of the training in equipping the employee to do his job. Several steps have been taken to overcome the feedback gap. For example, the Operations School has made arrangements with area divisions to acquire information on the probable effect on performance of agent and liaison tutorial training. Similarly, members of the Career Training Staff are intensively debriefing former Career Trainees returning from first overseas tours to obtain their opinions on the effectiveness of earlier operations training. Further, under new procedures, the CT Staff will

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receive, for a period of three years, copies of all evaluations and actions prepared on former CT's to provide additional data on which to base an estimate of the effectiveness of training. In turn, the CT may furnish the CT Staff with reports on his own observations. A proposal presently under review by training officials would establish procedures for follow-up inquiries to former students to determine the relevancy of supervision training completed six months earlier.

B. Evaluation of Component Training

Assessment of the scope, quality, effectiveness and cost of component training has historically represented a "gap" in arriving at a complete understanding of the total Agency training effort. An initial survey and accompanying report were completed in FY 69, but the project was deficient in conveying evaluations on the quality of such training. New procedures were established during FY 70 which should substantially rectify this defect. A comprehensive report will shortly be compiled and forwarded to the Executive Director-Comptroller.

C. Identification of Requirements

The early, systematic identification and submission of training requirements and objectives to training authorities are twin problems that prohibit the timely, economical planning and presentation of training programs. To resolve these problems, periodic conferences have been

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arranged with key personnel in the Clandestine Service and other Directories to discuss their respective needs. As mentioned previously in this report, the Language Development Committee, in FY 70, completed two remedial efforts: a survey of Agency positions requiring language competency and a realistic inventory of Agency language skills -- both invaluable tools in estimating deficiencies in this resource. Another corrective measure will be the publication of a revised directive [redacted]

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[redacted] which seeks to encourage the timely submission of requirements for agent and liaison training. To further assist operating officials and training officers in planning and scheduling appropriate training programs, the Office of Training will shortly publish a comprehensive catalog on available instruction (internal and external), training prerequisites, and other related information.

#### D. Management and Supervisory Training

Improvement of management and supervisory training, rather than a gap or deficiency, is an ever-present challenge because of the seemingly insatiable Agency need for good managers and executives. The identification and availability of appropriate management training materials and facilities for a variety of backgrounds has imposed some limitations on training opportunities. However, in addition to other efforts directed at improving in-house capabilities, the Training Selection Board is

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evaluating institutions suitable for Agency training objectives. Recently, the Board added six leading universities to its roster of external train-

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E. Senior Officer Training

The availability of training facilities or opportunities for experienced senior officers, for whom suitable internal programs are not appropriate, may be classified as a deficiency. The Director of Training has initiated a search to identify institutions and programs outside of the Agency that would meet this particular need.

F. Training for Middle-Grade Officers

Other than an assortment of management courses, such as the Midcareer Executive Development Course, there has been a paucity of intelligence courses available to the officer at an approximate midpoint in his career. To fill this gap, the School of Intelligence and World Affairs (SIWA) has organized a two-week Advanced Intelligence Seminar, and an eight-week

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matters have been conducted and more are planned. Presently, SIWA faculties are planning a reorientation course to be taken by officers at five-year intervals in their careers.

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## VII. EXTERNAL POLICIES ADVERSELY AFFECTING TRAINING

### A. BALPA -- OPRED

The cumulative effect of sharp reductions in personnel ceilings, occasioned by the BALPA and OPRED policies of the last few years, is the most noteworthy of mention. From a personnel ceiling [redacted]

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30 June 1969, the Office of Training personnel ceiling will [redacted]

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at the end of FY 70, [redacted] the close of FY 71 -- all told, a loss of [redacted] citations in two years. Faced with similar reductions, other

Directorates -- particularly the Clandestine Service -- are unable to accommodate OTR officers for rotational tours which are essential in updating and revitalizing the experience of the professional instructor. Conversely, OTR will not be able to accept as many officers from other career services, thus losing the benefits of the current experience represented by this source of instruction. These restrictions on personnel have also severely limited the accession of young officers into the Training Career Service to replace a rapidly aging and diminishing cadre of experienced instructors.

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25X1 personnel. Further growth in this kind of requirement will naturally produce a need for more logistical, financial and training support. To date, the [redacted] has not made a significant impact on Agency training programs, but formidable problems are anticipated if the demand for secure, tutorial-type instruction becomes a prominent requirement.

**B. Budget Reductions**

Budget cuts sustained by the Office of Training, like the steady attrition in allocations of personnel ceiling, are beginning to have a detectable effect on training programs, as contrasted with purely logistical items. Although not at a critical stage, the persistent nibbling away at training dollars will require reductions in expenditures for language training, field exercises, training aids, and for educational technology, such as program-assisted instruction (PAI).

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